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ABSTRACT

The Workforce Investment Act (WIA) of 1998 mandates the creation of youth councils to bring together the major resource and delivery systems that have youth as a major "customer." These systems include the following sectors: education; public housing; Temporary Assistance for Needy Families agencies; WIA partners; the justice system; and the private sector. According to WIA, the primary function of youth councils is to advise local workforce investment boards (WIBs) on WIA-related youth issues. Local WIBs can also assume the roles of youth policymaker and system builder. Planning intelligently for a comprehensive system for at-risk youth requires having the following key pieces of information: numbers and characteristics of local youth; existing local programs and services for youth; the effectiveness of existing programs; gaps in services; ways of filling identified gaps; and employers' needs and expectations. The early experiences of the youth councils in the following cities provide guidance on establishing successful youth councils: Camden, New Jersey; Brockton, Massachusetts; and Philadelphia, Pennsylvania. (The following items are appended: information about the Levitan Center; four youth planning tools and a guide to their use;

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and a list of members of the Levitan Youth Policy Network. An annotated bibliography of 13 Levitan Center publications concludes the document.) (MN)

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Policy
WIA Youth Councils:

Key to the Future for a Generation of Challenge

ED 459 336

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OVERVIEW

What is the current status of vulnerable youth in your community? In most communities, we hear complaints of kids hanging out on street corners. We hear schools complain that they are losing 50% of entering 9th graders before graduation. Employers complain about low skills and a lack of work ethic among new, would-be workers. Court dockets are crowded as a result of risky behaviors exhibited by vulnerable youth. Prisons are overflowing…they are becoming a growth industry. Substance abuse programs have long waiting lists. And even though the recent strong economy has improved the lot of some young people, too many are still disconnected from the mainstream.

Things must change.

The passage of the Workforce Investment Act, with its mandated requirement to form interdisciplinary Youth Councils, presents us with a unique opportunity to change the way our communities work…to change the way federal and state funds are used…and to change the life trajectory for vulnerable youth. But only if we work together…state and local elected officials, school superintendents, housing administrators, community college presidents, the justice system, youth service providers, the workforce investment system, youth, parents, employers…

We're all in this together and much is at stake.

We all know individual examples of activities that successfully engage a limited number of youth. And we're very familiar with the federal and state funding streams that flow to communities in

separate silos, making it so difficult to put together any kind of integrated, sensible system of connections for youth. We have also learned how little awareness exists of the infinite possibilities there are in fitting together the knowledge base from research and best practice with the resource base, expertise, experience and leadership available in every community.

Youth Councils have the potential to change this scenario. But where do we start? It should be comforting to learn that no community is starting with an empty slate. However, it is important to assess what is available and how effective it is. Then start the process of building trust and communicating, collaborating and redirecting resources around a common vision of a comprehensive system of:

learning options,

work experience,

skills development,

leadership development,

counseling and support,

connections to both post-secondary education

and

good jobs for our vulnerable 16-21 year old youth.

And the entity that is empowered by the Workforce Investment Act of 1998 to tackle that job is the Youth Council.

This monograph was developed to help guide community leaders as they form their Youth Councils, so that there is better understanding of both the legislative requirements and the many policy options available to them to create effective empowered Youth Councils.

It's an opportunity we cannot miss.

Introduction: Seize the Opportunity

Over the past 15 years, young people who have dropped out of school have also been dropped from the national policy agenda, with only a few exceptions including the Department of Labor's commitment to Job Corps, the Department of Housing and Urban Development's commitment to YouthBuild and the support of the Departments of Interior and Transportation to Youth Conservation Corps. Fortunately, persistent efforts and deep commitments by many local practitioners have produced replicable program models based on proven principles of "what works". But by and large, program strategies that target at-risk youth, especially out-of-school at-risk youth, remain at the periphery of our educational and workforce investment delivery systems. With the passage of the Workforce Investment Act (WIA) of 1998, the needs of vulnerable youth are again recognized as a national issue. Local areas will be required to come together to plan for these youth and will be given wide latitude in designing systems and programs to address their needs. We must continue to advocate for enhanced federal resources to match this new recognition so local areas will be able to implement their plans and programs at a meaningful scale. But we are grateful that at last the at-risk youth problem has been acknowledged and a call to action has been issued.

The Workforce Investment Act creates a unique opportunity for local areas and workforce investment boards to create a team of community leaders to respond to this call -- the Youth Council. What the Workforce Investment Act envisions in mandating Youth Councils is a coming together of major resource and delivery systems that have youth as a major "customer". It recognizes that federal, state and local resources are funneled through a multiplicity of separate legislative and authorization pipelines to address important parts of the youth development issue as well as the critical economic and social problems that youth face.

In the past, each program resource and delivery system has addressed only a piece of these many needs and challenges. Professionals in each field or discipline were acutely aware that operating as "lone-rangers" was not the most efficient use of either staff or financial resources, nor did this type of approach begin to look at the challenge of youth development in a comprehensive or holistic way.

In truth, most communities do not have full knowledge of all the resources currently committed to working with youth...particularly youth at-risk of not making full use of their potential to succeed as students, as workers and as citizens. The Workforce Investment Act challenges communities to do a better self-assessment of where they are, where they want to be and how to get there. And the Youth Councils will be the new mechanism empowered by local Workforce Investment Boards to carry out those critically important functions in connection with activities for youth.

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This work will not be quick and it will not be easy. As we have said on many occasions, "collaboration is an unnatural act among unconsenting adults", but it is time to start acting like adults on behalf of the future of at-risk youth. Much is at stake. In bringing together all the critical players, many of whom may have not met before, and may have little understanding of the job each other has been doing, the immediate challenge will be to develop a common vision of what they can accomplish together that no one can do alone. And through that process of development and agreement on a common vision, new knowledge, new understandings and new relationships of trust will emerge, albeit slowly.

We do not anticipate that the process of building and implementing Youth Councils will be, or should be, a "cookie cutter' operation. Each community will have its own way of coming together to build a common agenda and vision that will permit the allocation and redirection of resources to provide a ***system*** of connections to the mainstream for at-risk youth in that community. Leadership may come from diverse sources -- a political leader, a youth service provider, a community college administrator, a State's Attorney, a charter school director, a leading employer -- but respected leadership must stay in place to keep the council focused and on task.

In designing or redesigning a comprehensive system for vulnerable youth, it will be important not to repeat the mistakes of the past twenty years. Youths have changed, educational opportunities have changed and labor markets have changed. The old formulation of a GED and an entry-level job will not lead to success in the labor markets of today or tomorrow. Remembering what we have learned about "what works" should permeate the thinking and the decisions that Youth Councils make. Youths need:

- continuity of contact with caring adults;
- to be focused on the centrality of work;
- bona fide connections to employers;
- a variety of contextual educational options for competency certification;
- opportunities for leadership development;
- positive peer support;
- opportunities for post-secondary education;
- chances to serve the community; and
- follow up support over a sustained period.

As plans and strategies are put in place, Youth Councils should hold up these principles as a template by which they measure and approve any new programs. Remember, many of the existing national youth programs – such as YouthBuild, Conservation Corps, CET, etc. – have incorporated these principles and may be "building blocks" for you to consider.

Equally important as focusing on the service principles for youth programs, Youth Councils must make themselves the guardian of quality program implementation, ensuring that sound management practices are in place including systems for data collection and staff development. The best-designed programs -- based on the soundest principles --

come to naught without dedicated and well-trained staff. They come to naught without a management capacity that includes fiscal controls and data collection systems that measure outcomes and provide a road map for continuous improvement. Good intentions and smooth presentations are not guarantors of quality performance. Improving the futures of vulnerable youth is within our reach, particularly if we use Youth Councils wisely and well.

But what is a Youth Council? How will it work? Most importantly, what can it do to help local areas address the needs of youth, particularly vulnerable youth from poor communities –one of the most neglected groups in the nation today? Throughout this monograph, these critical questions will be addressed.

Our journey to explore the Youth Council opportunity starts with a review of the sections of WIA that creates these Councils. As we wind through the law we will also touch upon some of the operational and implementation issues that local areas need to consider. The Youth Council exploratory journey will end with a discussion of the opportunities that the Councils present and how to capitalize upon these opportunities.

We hope that where we end with this monograph will be where local policy makers start. Armed with a foundation of information from this work and others that are starting to dot the landscape relative to Youth Councils, now is the time to plan for and implement an effective Youth Council. With the competing pulls of the dislocated worker, the incumbent worker, the disadvantaged adult, the TANF recipient, and the need to build an effective one-stop system, combined with an accreditation and accountability system, local WIBs cannot be expected to devote the time and attention needed to mobilize the community to adequately address the needs of youth. If the job is to be accomplished, effective Youth Councils must step up to the plate.

It's in the Law

So what is this entity, the Youth Council, that WIA has mandated? In this section the legal aspects of Youth Councils (which will be referred to as YCs) will be reviewed as well as the creation, membership, relationships and duties of the YC. In addition we will discuss the policy implications and issues arising from the legislation. During the review we point out some key issues, that we call "Levitan Policy Tips." The Policy Tips are highlighted in text boxes with larger print.

The Creation of the YC

Title I, Chapter 2 of WIA, Section 117 (h) -- the section that creates local workforce investment boards -- requires that a Youth Council be established. While not specifically stated, it is implied that receipt of federal funds is subject to a local area creating a YC. Specifically, the law states:

(h) YOUTH COUNCIL-

(1) ESTABLISHMENT- There shall be established, as a subgroup within each local board, a youth council appointed by the local board, in cooperation with the chief elected official for the local area.

There are some extremely important policy pronouncements in that passage. Most notable are:

- Youth Councils are appointed by the WIB, with input and consultation with the local elected official;
- Youth Councils are a subgroup within the local WIB, not an independent body and
- Youth Councils are required, not optional.

One issue immediately jumps out from this enabling passage in the law. Given the dynamics of groups, we think it is critical that the relationship between the Youth Council and the local board, the WIB, be spelled out fully and quickly. We recommend that the chief local elected official (LEO) be alerted to the potential of an effective YC so that when making WIB appointments, he or she stresses the importance of a youth policy role for the YC. Then it should be easier for the WIB to outline the organizational relationship and formally delegate to the

> ***Levitan Policy Tip***
>
> Create and articulate a formal WIB/YC relationship so that WIB and YC members understand their roles and how they relate to one another.

YC the responsibility of developing coordinated youth policy, high quality programs and an integrated delivery system. But no matter what form the relationship takes, it is imperative that the relationship be clearly understood by the LEO, and the WIB and YC membership. While the law clearly sets the YC up as a subgroup of the WIB, there is a potential for "butting heads" with the WIB if care is not taken to articulate how the WIB and YC react and interact with each other. Often a little conflict is a good thing and we wholeheartedly encourage it, but with volunteers -- and after all both the WIB and YC members are just that -- continuous conflict can be ruinous, and in the end, young people will suffer. Clarity on how the two groups will work in tandem and how the flow of responsibility will be organized, will minimize the potential for misunderstandings and conflict. We will talk about the way to construct a formal WIB/YC organizational relationship later in this work.

All of the above was premised on a one political jurisdictional WIB. However, it is abundantly clear that Governors are merging areas to form multi-jurisdictional service areas. Although, on the face of it, this complicates the selection of WIB and Youth Council members, much of the complexity can be addressed by a multi-jurisdictional memorandum of understanding that spells out appointment powers and designates a lead entity.

The Membership of the YC

Who is required to be on this required subgroup of the WIB? The law states:

> *(2) MEMBERSHIP- The membership of each youth council--*
>
> *(A) shall include--*
>
> *(i) members of the local board described in subparagraph (A) or (B) of subsection (b)(2) with special interest or expertise in youth policy;*
>
> *(ii) representatives of youth service agencies, including juvenile justice and local law enforcement agencies;*
>
> *(iii) representatives of local public housing authorities;*
>
> *(iv) parents of eligible youth seeking assistance under this subtitle; (v) individuals, including former participants, and representatives of organizations, that have experience relating to youth activities; and*
>
> *(vi) representatives of the Job Corps, as appropriate; and*
>
> *(B) may include such other individuals as the chairperson of the local board, in cooperation with the chief elected official, determines to be appropriate.*

With two glaring exceptions, this is potentially a great group of representatives. But missing are two key partners...where are our education and employer partners? How can a community talk about, let alone act to address the at-risk youth issue without education leaders and employers? We have learned through studying Census data that education pays off for young people. Increased years of schooling with competencies developed in literacy and numeracy translate to higher earnings. If the Youth Councils want to create opportunities for upward mobility for young people, they must ensure that high quality learning options are available as well as pathways to post-secondary education and careers. That is why educators and employers must be included on YCs even though the law does not require them. (though it does not prohibit them). In the next section we will demonstrate how they may be included as we recap each of the membership areas.

> ***Levitan Policy Tip***
>
> Recruit and actively engage WIB business members to be a part of the YC. If they have an "interest" they fit under Category A.

Category A : *members of the local board described in subparagraph (A) or (B) of subsection (b)(2) with special interest or expertise in youth policy.* The local board referred to is of course the local Workforce Investment Board (WIB). Beyond the inclusion of specific youth service providers that are on the WIB, here is an opportunity to appoint business and education members of the WIB to also serve on the YC. A comprehensive youth strategy must include opportunities for work experience, internships, on the job training, and apprenticeships in order to achieve the desired employment outcomes. And a well designed youth system should plan for the development of intermediaries that broker the connections between youth and networks of employers. What better way to start the ball rolling on integrating these approaches than to have employer members of the WIB as part of the planning process? Here, also, is an opportunity to appoint education members of the WIB , as well as using Categories B and E described below.

> ***Levitan Policy Tip***
>
> Appoint both secondary and post secondary education organizations to the YC. Category A, "existing Board member", Category B, "representatives of youth service agencies" and Category E, "representatives of organizations that have experience relating to youth activities" can be used to accomplish these appointments.

Category B: *representatives of youth service agencies, including juvenile justice and local law enforcement agencies.* We have already stressed the need to appoint educational representatives, both secondary and post-secondary, and it would be a good idea to include adult education too. This is the category in which to make those appointments to supplement appointments in Category A. Another key element in this category is the justice appointments. How many existing PICs have a District Attorney or State's Attorney or parole and probation policy makers on board? The short answer is too few. The overlap between the youth in the juvenile justice system and the at-risk youth population, especially in urban areas, is very high. The two systems need each other, for recruitment, training and jobs. Another strong reason why the juvenile justice system should be actively engaged is that they can bring resources to the table. Until the Congress follows its good rhetoric with a healthy increase in WIA youth funds, partners with resources will be an essential element in creating a comprehensive system to serve vulnerable youth.

> ***Levitan Policy Tip***
>
> There is a strong mutuality of interest between the juvenile justice system and the workforce investment system.

Another critical group of members that should be considered under this category is community based organizations. Along with a network of resources, CBOs have good access to youth -- access that government programs do not always enjoy.

Category C: *representatives of local public housing authorities.* The same logic for engaging juvenile justice partners applies here as well -- a lot of at-risk youth live in public housing developments or subsidized housing of various kinds. Unbeknownst to many in the workforce investment area, HUD has created major funding programs for education and human resource development, including YouthBuild, the Community Development Block Grant, Hope VI and others. These will be discussed in more detail in the section on "leveraging resources".

> ***Levitan Policy Tip***
>
> Housing authorities have flexibility in using their funds, which includes human resource development activities. Including housing representatives on the YC can pave the way to a relationship with a partner with related resources and similar goals.

Category D: *parents of eligible youth seeking assistance under this subtitle.* Parents of at-risk youth have traditionally been a difficult group to engage. An approach that has proven successful in actively engaging parents is recruiting them in cooperation with the faith community.

Category E: *individuals, including former participants and representatives of organizations that have experience relating to youth activities.* It pays to learn from experience and this is the category that can provide the YC with people that have had front line, in the trenches, experience, including youths themselves. This is also a category in which to appoint youth directors from the Service Delivery Area, local School to Work, recreation and parks departments and any existing youth councils in the community.

Category F: *representatives of the Job Corps, as appropriate.* If there is a Job Corps Center in or near the local area, it would be important to include the Job Corps director on the YC. Job Corps Centers, with many years of experience providing academic, vocational, social and employability skills training to at-risk youth, in addition to support services, are a major resource for local communities. Changes incorporated in WIA encourage center operators to reach out to the local workforce investment system and to work collaboratively with it. By engaging the Center Directors, the YC has an excellent opportunity to take advantage of Job Corps opportunities, facilities, and expertise for at-risk youth living in the community.

Category G: *may include such other individuals as the chairperson of the local board, in cooperation with the chief elected official, determines to be appropriate.* Again, a chance to engage our education partners but also the opportunity to reach out to the one-stop manager and other agencies that could provide both planning and resource assistance.

Now that the categories have been discussed, a word about the size of the YC. All the people that claim that size doesn't matter never had to staff a BIG board or obtain real products from one committee that should have been two. Assuming that free and interactive participation among Council members is desirable, the number of people at YC meetings plays a big factor in achieving real results. A membership balance needs to be established between having all of the key organizations and groups represented on the YC so that it can become a leadership group and keeping the size of the YC manageable. Typically, groups start to lose cohesiveness and become less manageable when they exceed 30 people.

In the case of multi-jurisdictional WIB/YCs, there is of course the need to reflect the views of educators, justice and housing officials from the entire service area. But to keep the group size manageable, it would be desirable for each specialized group to meet among themselves on a regular basis to elicit a cross-section of views on youth issues, that could then be reflected by those chosen to represent them on the WIB and the Youth Council.

That same concept could apply to gaining more input from youth themselves. Perhaps the former participants on the Council could meet with small focus groups of community youth to determine their perceptions of what is needed and how it should be delivered, and then feed that information back to the Council.

Let's look at a hypothetical "model" YC configuration by category to see how it might be constructed to both obtain adequate representation from all of the categories outlined in this section and stay within a reasonable size.

The Levitan Youth Council Membership List

Category A: WIB members with interest/expertise	1. WIB Business Member 2. WIB Business Member 3. WIB Business Member 4. WIB Education Member 5. Other WIB Member (eg. Apprenticeship Council)
Category B: youth service agencies	6. Juvenile Justice Representative 7. Local Police or Police Athletic League 8. Local D.A. or State's Attorney 9. Youth Services Agency/Program/CBO 10. Youth Services Agency/Program/CBO 11. Community College President 12. School Superintendent or H.S. Principal
Category C: public housing authorities	13. Public Housing Director 14. Public Housing Administrator
Category D: parents	15. Parent 16. Parent
Category E: people and representatives of organizations, that have experience in youth activities	17. Former Participant 18. Former Participant 19. Local School to Work Director 20. Local Recreation and Parks Director 21. Existing Youth Services or Planning Group(s). 22. The SDA Youth Director.
Category F: representatives of the Job Corps	23. Job Corps Representative
Category G: others	24. One Stop Manager 25. Adult Education Director 26. Social Services Director (TANF)

> ***Levitan Policy Tip***
>
> The size of the YC does matter. A membership balance needs to be achieved that ensures all the key organizations are on-board while keeping the group at a manageable size so that active participation is encouraged.

This model has twenty-six members, a group that meets the legal requirements, and covers all the right bases in terms of critical organizations that need to be included. There is still room to add more business reps, or youth planning groups and keep to a manageable size with some room to grow if new players come on the scene. Given that on average, 75% to 80% of volunteers show up for regularly scheduled events, any YC that has 30 appointed members should enable all of the organizations that need to be partners to join and the YC will still stay within workable size limits

The Duties of the YC

Now that all of the "right" people have been appointed to the YC, what does the law say it should do? There are a number of specific duties and responsibilities spelled out in Title I, Chapter 2 of WIA, Section 117 (h) (4). Most are the typical type of responsibilities of an advisory committee; some provide enhanced opportunities for the YC and WIB to take advantage of in order to bring about real change.

As stated in the law:

> *(4) DUTIES- The duties of the youth council include--*
>
> *(A) developing the portions of the local plan relating to eligible youth, as determined by the chairperson of the local board;*
>
> *(B) subject to the approval of the local board and consistent with section 123*
>
> *(i) recommending eligible providers of youth activities, to be awarded grants or contracts on a competitive basis by the local board to carry out the youth activities; and*
>
> *(ii) conducting oversight with respect to the eligible providers of youth activities, in the local area;*
>
> *(C) coordinating youth activities authorized under section 129 in the local area; and*
>
> *(D) other duties determined to be appropriate by the chairperson of the local board.*

All of these duties are important. Some need more explanation to understand just how important they are. For example, WIA establishes a new dynamic between the WIB and vendors. This new system envisions a pre-certification process for all vendors that is based

largely on past performance. Under this new WIA system of vendor pre-certification, the duty of recommending eligible providers of youth activities takes on an entirely different meaning than the same words would have under the old Job Training Partnership Act. Section 123 of the WIA provides more information relative to the YC's role in the vendor selection process:

SEC. 123. IDENTIFICATION OF ELIGIBLE PROVIDERS OF YOUTH ACTIVITIES.

> *From funds allocated under paragraph (2)(A) or (3) of section 128(b) to a local area, the local board for such area shall identify eligible providers of youth activities by awarding grants or contracts on a competitive basis, based on the recommendations of the youth council and on the criteria contained in the State plan, to the providers to carry out the activities, and shall conduct oversight with respect to the providers, in the local area.*

> ***Levitan Policy Tip***
>
> Through the "coordination of activities" and "other duties" clauses, the law provides the YC an open ended opportunity to expand its focus. This opportunity must be used wisely.

In the formative stages of the YC, the role it plays in recommending eligible vendors could be a very significant one for the overall youth service system. By only approving vendors whose program strategies adhere to the principles about "what works" as cited in the introduction, Youth Councils will be assured that the key components leading to successful outcomes for youth are in place. The use of the program principles template should be followed by an equally careful examination of the management capacity of the proposed vendors. As we mentioned earlier, the best designed programs based on the soundest principles come to naught without dedicated and well trained staff, without fiscal controls, without reliable data collection procedures and without stable and committed leadership.

A word about "conflict of interest". The law specifically permits current youth service providers to be on the YC to ensure a level of practical expertise. This should not preclude providers from receiving future funds. However, the provider must be recused from voting on an actual contract award to his organization.

In the long run, depending on the Youth Council's mandate from the WIB and the membership configuration, items C and D –"coordination" and "other duties" -- could grow into the most important duties. These offer essentially open-ended opportunities to create a comprehensive youth service system....to connect the dots....among any and all youth development activities that are taking place in the community.

What Must WIA Dollars Buy

An important part of understanding the duties of the YC is to have a working knowledge of what the WIA youth dollars must buy. Let's look at Chapter 4 of Title I Section 129 (c) of the law that deals with the local use of funds. It describes how funds are required to be used in two interrelated fashions -- program design features and program elements. There are three program design features, from the law:

> *(1) PROGRAM DESIGN- Funds allocated to a local area for eligible youth ... shall be used to carry out... programs that--*
>
> > *(A) provide an objective assessment of the academic levels, skill levels, and service needs of each participant, which assessment shall include a review of basic skills, occupational skills, prior work experience, employability, interests, aptitudes (including interests and aptitudes for nontraditional jobs), supportive service needs, and developmental needs of such participant, except that a new assessment of a participant is not required if the provider carrying out such a program determines it is appropriate to use a recent assessment of the participant conducted pursuant to another education or training program;*
> >
> > *(B) develop service strategies for each participant that shall identify an employment goal (including, in appropriate circumstances, nontraditional employment), appropriate achievement objectives, and appropriate services for the participant taking into account the assessment conducted pursuant to subparagraph (A), except that a new service strategy for a participant is not required if the provider carrying out such a program determines it is appropriate to use a recent service strategy developed for the participant under another education or training program; and*
> >
> > *(C) provide--*
> >
> > > *(i) preparation for postsecondary educational opportunities, in appropriate cases;*
> > >
> > > *(ii) strong linkages between academic and occupational learning;*
> > >
> > > *(iii) preparation for unsubsidized employment opportunities, in appropriate cases; and*
> > >
> > > *(iv) effective connections to intermediaries with strong links to--*
> > >
> > > > *(I) the job market; and*
> > > >
> > > > *(II) local and regional employers.*

Clearly, the law envisions a comprehensive service design. Starting with an employability planning process that includes an assessment, goal setting, and identification of strategies and referral options, programs must be available that either directly provide or offer access

to education, work preparation services, continuous support and labor market intermediaries.

There are ten required program elements. Again, from the law:

> *(2) PROGRAM ELEMENTS- The programs described in paragraph (1) shall provide elements consisting of--*
>
> *(A) tutoring, study skills training, and instruction, leading to completion of secondary school, including dropout prevention strategies;*
>
> *(B) alternative secondary school services, as appropriate;*
>
> *(C) summer employment opportunities that are directly linked to academic and occupational learning;*
>
> *(D) as appropriate, paid and unpaid work experiences, including internships and job shadowing;*
>
> *(E) occupational skill training, as appropriate;*
>
> *(F) leadership development opportunities, which may include community service and peer-centered activities encouraging responsibility and other positive social behaviors during non-school hours, as appropriate;*
>
> *(G) supportive services;*
>
> *(H) adult mentoring for the period of participation and a subsequent period, for a total of not less than 12 months;*
>
> *(I) followup services for not less than 12 months after the completion of participation, as appropriate; and*
>
> *(J) comprehensive guidance and counseling, which may include drug and alcohol abuse counseling and referral, as appropriate.*

Levitan Policy Tip

The "10 commandments" of required program services create the kind of comprehensive array that youth need to become successful. Make sure the list is used to evaluate the offerings from all program vendors.

Quite an impressive list of mandated services. It is such a well thought out and comprehensive array that many youth practitioners have dubbed this list the Ten Commandments of youth service delivery -- sort of a "thou shalt provide" credo for programs serving young people. About the only service that could be seen as overlooked is an income stream for out-of-school youth. But that actually could be addressed as part of the supportive services item or the work experience component.

Some astute readers have been quick to point out that several of the required list of services include the phrase "as appropriate" which they claim make those particular services

optional. Our interpretation of the "as appropriate" clause is that it should be defined in terms of the youth being served. In other words, if the youth needs work experience and the employability plan calls for that type of service, then the work experience referenced in item D is not optional.

Even if the "as appropriate" clause in items B, D, E, F, I and J is interpreted as changing the "shall" provide to "may" provide, the required list of services still represents a prescription for success with at-risk youth. In summary, education, summer employment, supportive services, and adult mentoring fall under the "shall" have category meaning that all programs must include or provide access to these services. A good base from which to build a successful youth service program.

The Relationship of the YC to the WIB and Other Youth Advisory Groups

As with most endeavors in life, a successful YC will depend on relationships. In fact, building an effective youth system among a group of new investment partners in the local community will depend largely upon the relationships of trust that are established and how they are used. A YC can be a most effective tool in forging these critical relationships.

There are two key levels of relationships to consider. As mentioned previously, the first is the relationship the YC has to the WIB. The second and equally important is the relationship developed among the YC partners. The law itself does not provide much guidance on either of these relationships. The law states:

RELATIONSHIP TO LOCAL BOARD- Members of the youth council who are not members of the local board described in subparagraphs (A) and (B) of subsection (b)(2) shall be voting members of the youth council and nonvoting members of the board.

Levitan Policy Tip

Make sure that a formal relationship between the WIB and the YC is developed. At a minimum, make sure this formal relationship articulates:

- How the YC sets its agenda and its duties;
- How it reports to the WIB;
- How new members are added; and
- How it will be supported.

Given the leadership role the WIB potentially plays in the new workforce investment system and all the work they will be confronted with in planning, implementing and evaluating that system, local areas need to think through and articulate just how the WIB plans to maximize the use of the YC. There is a lot of work to do. If WIBs must have a YC -- and they do -- they should be prepared to use them to the fullest extent by delegating the lead role relative to youth planning, programming, and accountability. Experience has shown that Boards and Councils work

best when they delegate their authority to their specialized committees, outline the directions they want the committee to take, give the committees flexibility as to how they complete their assignments and then accept their input unless it clearly goes contrary to the philosophical underpinnings of the board. We advocate that type of relationship between a WIB and a YC. And recommend that a formal (but brief) articulation of how the YC will operate be developed and ratified. At a minimum this document should address:

- The scope of the YC's duties;
- How the YC will establish its agenda;
- How the YC will be supported in terms of staff and other resources;
- How the YC will report to the WIB; and
- How YC members are replaced/added.

> ***Levitan Policy Tip***
>
> Get other youth planning groups involved from the onset of the YC both by appointing them as members and asking them to share their expertise and experiences.

Common sense type of stuff but important information for all the members to have and use, none-the-less.

A second and equally important set of relationships that the YC needs to focus on is how it will interface with existing youth advisory groups and boards. The YC is the new kid on the block. In many communities there will be several groups (or committees of other groups) that have worked on various aspects of the at-risk youth issue for years. It is critical that the YC acknowledge the work of these other groups and attempt to engage them in the work of the YC for two reasons. First, it is just makes good sense to build on current expertise and interest. Second, the best way to engage another group in a productive fashion is to acknowledge that they do exist and have been contributing to the resolution of the problem.

It is important to mention that in some areas, it would be appropriate for the WIB to look to an existing youth planning group as the core building block for the YC. If there is an existing youth planning group that shares the WIB's vision and has a foundation of members which is similar to a YC membership, there is no legal reason why the WIB cannot ask the existing group to take on this responsibility. As long as the membership of the existing group includes the organizations required by the WIA, or the group is willing to accept additional members that will

> ***Levitan Policy Tip***
>
> If an existing youth planning group has a similar membership as required by the YC and shares the WIB's vision for youth, there is no legal reason why the existing group could not serve as the foundation for the YC.

bring it into compliance with the law, this is an appropriate approach for a WIB to consider.

The first way to make sure that other youth planning and/or advisory groups are engaged is to appoint them to the YC. Slots in Category E of the membership groups may be earmarked for existing youth planning groups. Regardless of the number of members, make sure major, existing youth advisory groups become a part of the YC. A second way to engage these other youth planning groups and to acknowledge their work is to structure a YC orientation session so these groups play a major role.

The Role of the Youth Council

So what real role will Youth Councils play? The Workforce Investment Act only requires that they be established and provide "advice" to the WIB on WIA related youth issues. But can the Council's role be expanded? The simple answer is yes. From a policy perspective there are at least two types of roles a Youth Council could assume. They are:

- ***WIB Advisor on WIA Issues***
- ***Youth Policy Maker and System Builder***

The first role is the minimalist approach. The YC as an advisor to the WIB meets the requirements of law but it fails to maximize the opportunity that the requirement of forming a YC presents. We would strongly urge all WIBs to consider the other opportunity.

> ***Levitan Policy Tip***
>
> The recommended role for the YC is to become the WIBs architect for a comprehensive youth service delivery system.

The second option, the YC as the WIB's architect of a comprehensive youth service delivery system...for analysis of assets and gaps...recommending performance standards... and creating criteria for program offerings and management systems...is a much more viable role for a number of reasons. First, many WIBs, especially in the first two years of program transition, will be consumed with so many issues that there may be a tendency to neglect youth issues and thereby minimize change. Therefore, delegating this responsibility to the YC is a good time management decision.

The second reason why this role makes sense is related to the first. Given the past JTPA experience with youth programs, the static youth resource levels and the fact that the WIB has so many issues to deal with, there will be a tendency to ratify the types of resource allocation and utilization that already exists. While this is an understandable outcome, it nevertheless is an outcome that would be a big mistake. WIA presents an opportunity -- perhaps one of the last opportunities that we will have in the foreseeable future -- to change the way the federal resources are used at the local level. Simply continuing old patterns because other issues may preempt a full consideration of options would be a lost

opportunity. Delegating the responsibility to the YC to make youth policy decisions is a means for avoiding that mistake.

The last reason why the WIB should delegate the youth policy authority to the YC is a very practical one. If it does not, the YC will soon be little more than a committee that meets simply to satisfy federal law. And the consequences of that will be lost members and wasted time.

In the final analysis it appears very appropriate for a WIB to bestow upon the YC a role ***as Youth Policy Maker and System Builder.*** In this role, they:

- Oversee the planning process,
- Determine needs and gaps,
- Reallocate and tap new resources,
- Recommend vendors and programs who pass careful scrutiny,
- Monitor outcomes to assure vulnerable youth a better chance at a productive life, and
- Lay the groundwork for the collaborative infrastructure to support a viable system of connections to the mainstream.

Leveraging Resources to Build a System of Connections for Vulnerable Youth

Although the new emphasis on at-risk youth issues in WIA is most welcome, as noted earlier, it was not accompanied by any net increase in funding, other than the 250 million dollars appropriated for competitive Youth Opportunity Grants that will go to 25-30 high poverty areas of the country. To make the YC an effective policy voice in the community, it needs to forge its diverse members into a true investment partnership. In truth, each YC non-business member is part of the YC because youth are a major interest and one of their major "customers". Therefore, the funding streams that support the various services and activities, whether federal, state, local or private, should become critical resources to underwrite the new system of connections. A few examples of the potential investments available to the new partnership should be illustrative:

- ***From the Education Partner***: ADA (average daily attendance), the major source of funding for public education, is based on school attendance and enrollment. Reductions in enrollment e.g. dropouts, reduce school district funding. However arrangements can be made to continue that funding to support learning options for dropouts that are provided by alternative providers under contract to local schools. This is a potentially powerful source of funding for the all-important educational components of a service system, that can be supplemented by Adult Education funds.
- ***From the Public Housing Partner:*** This well funded system has been brought into education, training, recreation and family support in a major way in the past few years. It has been largely ignored by the traditional employment and training systems.

Levitan Policy Tip

In this box we encourage "thinking outside the box" in order to gather resources needed for comprehensive youth programming. For the creative and flexible youth program director, resources are out there:

- *From the Education Partner*
- *From the Public Housing Partner*
- *From the TANF Partner*
- *From the WIA Partner*
- *From the Justice System Partners*
- *From Partners in the Private Sector and*
- *Lesser known sources such as EPA, FEMA, US Departments of Agriculture, Defense, Interior and Transportation.*

YouthBuild is funded by HUD at a 43 million dollar level and the President has requested that it be increased to 75 million dollars next year. The Drug Elimination program is funded at 300 million dollars and supports computer labs, after school activities, sports programs and support services to families. It also encourages cooperative agreements between the local housing authority and colleges to encourage summer activities on college campuses. HOPE VI is funded at a half a billion dollar level and 20% of the funds can be used for literacy, job training and support services. And there is more.

- ***From the TANF Partner*:** TANF (Temporary Aid to Needy Families). Welfare reform that has succeeded in reducing welfare rolls at a faster rate than anticipated has resulted in huge, multi-million dollar surpluses in nearly every state. These funds can be used for education and as a result of recent new regulations, they can used for job creation in the public, private and non -profit sectors; a valuable tool to provide work experience, a work portfolio, a resume and references. Negotiations need to ensue with state and local welfare offices to take advantage of this resource for youth and families that are connected to the TANF program.

- ***From the WIA Partner*:** Welfare-to-Work (WtW) funds are awarded competitively through the Department of Labor to states and passed on to local service delivery areas to address labor market readiness for the "hardest to serve" TANF recipients. Along with young women that are heads of TANF families and meet the WtW eligibility, young non-custodial parents, usually males, who are connected to an eligible family can receive education, training and job creation services through WtW grants too. In the reauthorization bill for WtW, now pending in the Congress, there is a requirement that 20% of the funds ***must*** be spent on non-custodial parents. In many areas nearly forty percent of TANF connected non-custodial parents will be young males. In negotiations with the WIA board, it is important for the YC to remember that services for 18-21 year old youth can come from the funds in the adult resource stream of the Act, which also provides a bit more flexibility regarding income eligibility requirements than found in the youth resource stream.

- ***From our Justice System Partners*:** Considering that the number of minority males in the correctional system approximates the number in college, there is an obvious need to work closely with this system to consider alternatives to costly incarceration, and to provide productive after care and effective links to intermediaries and employers. In many communities, the Police Athletic League has effectively taken on the role of the Recreation Department, providing mentors, after-school activities, tutoring and sports.

- ***From our Partners in the Private Sector*: Private contributions and foundation awards** are at an all time high. Organizations and programs that serve at-risk youth need to tap into these resources. While obtaining these resources requires work, the rewards can be immense. Typically, foundation grants and private contributions are more flexible than government funds. In many instances these funds can be seen as risk capital -- money that can be used to accomplish objectives or buy services that might be questioned under government rules and regulations.

- ***Unexpected Sources*:** When one hunts for resources and has a flexible outlook, one never knows what may turn up. Some creative youth program directors have found resources in some of the most unexpected places. For instance the **EPA;** many older communities have areas designated for development as Brownfields. In the legislation, there is a set aside for job training grants for areas impacted by Brownfields. EPA also gives grants to improve indoor air quality that funds lead and asbestos abatement programs which can provide great career opportunities for youth. **FEMA:** While we're not wishing disasters on any area, YCs should be alert to the availability of funds for work experience opportunities for clean-up, reconstruction and re-planting after storms, floods, tornadoes, etc. **Recycling Centers and Trail Building** also offer opportunities for work experience, community building and leadership development. These activities are funded in various ways, often in grants to local Conservation and Service Corps from the USDA Forest Service. **DOD**: Yes, that's the Defense Department, which provides funds to the National Guard in several communities across the nation to operate residential boot camps for dropouts to assist them in obtaining a GED and job.

And the list could go on and on.

The Planning Process for System Building

In order to plan intelligently for a comprehensive system for at-risk youth, certain key pieces of information must be available.

- Who are the youth? What are their characteristics?
- How many are we planning services for?
- How do we reach them?
- What is now in place in the community?
- How effective are current programs?
- Where are the gaps in services?
- How do we fill them?
- What do employers say about their needs and expectations?

To help this process along, we suggest reviewing the youth system planning aids included in Appendix B. These aids contain a suggested format for collecting not only important information, but also encourage a more focused approach to planning and system building. Over 40 urban areas have embarked on this process through a series of symposia jointly sponsored by the Department of Labor Regional Offices and the Levitan Center. These planning aids could be very valuable for YCs to use as they begin the process of developing a comprehensive service delivery system.

The State Role

So what is the State's role relative to YCs? There are two responses to this question. The first is a legal answer. Apart from certifying local compliance in the creation of the required YC as a part of the local WIB, the Workforce Investment Act does not require the State to take any action relative to YCs. But just because the law is silent on potential areas of interface with local YCs, does that mean the State should stay out of the youth policy business? Of course not, and that constitutes the second response to the question.

Most states and state agencies have long neglected the workforce development needs of vulnerable youth. As mentioned earlier, since the undercutting of the JTPA youth funds, states and state HRICs have generally abdicated any planning and development activities that involve workforce investments for out-of-school youth in favor of focusing upon school-to-careers and other in-school activities. That needs to change. The state can and should be a player in the youth policy and systems building effort and act as a partner to local WIBs and YCs as they build a more effective service delivery system for at-risk youth.

There are three legitimate policy areas that we recommend the state examine in order to reengage itself in the youth planning and service delivery system. They are:

- Youth Performance Factors;
- Use of State Resources; and
- Creation of a State YC.

Each of these is discussed below.

Youth Performance Factors

Performance factors -- especially outcome measures -- should be one of the key driving mechanisms for all local workforce investment systems. States play an even greater role in the performance measures system under WIA than under JTPA. In many respects, the State under JTPA could only act to modify the performance benchmarks that the Department of Labor produced for each area using the national regression model. Under WIA, using the categories in the law, the state negotiates with both the local areas and the Department of Labor to establish the specific performance benchmark for each performance category.

Performance setting is both critical and complicated. While the JTPA system should be applauded for being one of the first (and perhaps the only) federally funded program that established and used outcome measures, achieving the National performance numbers did not always translate to a successful program. For example, generally the JTPA system measured rates of accomplishment, such as the entered employment rates of people

terminating from the program. Excellent measure but what does a 95% "success" rate actually mean? If two local areas both have $10 M and one terminates 100 people and places 95 for a 95% entered employment rate, while the other local area terminates 1000 people and places 800 for an 80% entered employment rate, which area is more successful? Don't jump to conclusions! Building on the same two areas, suppose the area that achieved an 80% placement rate also achieved a 100% job retention rate (which is an adult measure under JTPA) while the area that had a 95% placement rate only obtained a 25% retention rate. Which of the two is actually the better performer now? Not quite so easy to make a determination of success, is it?

The point of the example is to show how the state role in actually setting the values to be achieved under the outcomes measures is a very important and complex issue. It is one that will shape the design of local programs and one that if not carefully considered can have unintended consequences.

Before offering some unsolicited advice to states as to how they should proceed relative to youth performance benchmarks, let's look at the performance accountability parameters in WIA. They are a part of Title I, Chapter 6 Section 136.

> *(A) CORE INDICATORS OF PERFORMANCE-*
>
> > *(i) IN GENERAL- The core indicators of performance for employment and training activities authorized under section 134 (except for self-service and informational activities) and (for participants who are eligible youth age 19 through 21) for youth activities authorized under section 129 shall consist of--*
> >
> > > *(I) entry into unsubsidized employment;*
> > >
> > > *(II) retention in unsubsidized employment 6 months after entry into the employment;*
> > >
> > > *(III) earnings received in unsubsidized employment 6 months after entry into the employment; and*
> > >
> > > *(IV) attainment of a recognized credential relating to achievement of educational skills, which may include attainment of a secondary school diploma or its recognized equivalent, or occupational skills, by participants who enter unsubsidized employment, or by participants who are eligible youth age 19 through 21 who enter postsecondary education, advanced training, or unsubsidized employment.*
> >
> > *(ii) CORE INDICATORS FOR ELIGIBLE YOUTH- The core indicators of performance (for participants who are eligible youth age 14 through 18) for youth activities authorized under section 129, shall include--*

(I) attainment of basic skills and, as appropriate, work readiness or occupational skills;

(II) attainment of secondary school diplomas (or) their recognized equivalents; and

(III) placement and retention in postsecondary education or advanced training, or placement and retention in military service, employment, or qualified apprenticeships.

(B) CUSTOMER SATISFACTION INDICATORS- The customer satisfaction indicator of performance shall consist of customer satisfaction of employers and participants with services received from the workforce investment activities authorized under this subtitle. Customer satisfaction may be measured through surveys conducted after the conclusion of participation in the workforce investment activities.

(C) ADDITIONAL INDICATORS- A State may identify in the State plan additional indicators for workforce investment activities authorized under this subtitle.

These factors create a credible base for establishing a performance system for youth. But consideration needs to be given to exercising the state's option of adding a few more features. We would recommend two specific areas:

> ***Levitan Policy Tip***
>
> States may want to consider adding additional performance measures relating to cost and a reduction in risk-taking behaviors.

- ***A cost parameter***. We have eschewed cost parameters for the past decade or so largely because the Comprehensive Employment and Training Act (CETA) program taught us that undue attention to cost can have adverse effects on program intensity and results. While we do not advocate the typical "cost per unit" performance outcome that was common during the CETA days, we do believe the cost to achieve certain levels of success is a critical tool that needs to be used in evaluating programs. We recommend initially tracking costs as we enter this new phase of comprehensiveness in youth programming but not establishing benchmarks too early so as not to drive the system into focusing on low cost strategies.
- ***Reduction in risk-taking behaviors***: Many youth are unable to successfully compete in the labor market because they are involved in risk-taking behaviors. Drugs, juvenile crime, teen pregnancy…the list could go on and on. The state could well create some related performance measure that reflects this issue and reward local areas that can successfully achieve a reduction in these behaviors. While one of the primary

difficulties with this type of outcome measure will be the availability of a data base to ascertain what are reasonable expectations for successful outcomes, this in and of itself should not deter WIBs from creating an applicable measure(s). If sufficient data is lacking, a WIB could create a placeholder measure that speaks to this issue. Over time the placeholder measure can be refined as more data is collected that provides information on what reasonable outcomes can be achieved.

Use of State WIA Resources

The use of state WIA resources could be one of the most controversial and contentious issues that a state WIB will deal with during the transition of JTPA to WIA. To begin with, local areas are not pleased about the lowering of the administrative cost ceiling from the JTPA limit of 15% to the WIA limit of 10%. In addition, with the State now able to take 15% of all the WIA funding streams (the state never got a portion of the Summer Youth funds under JTPA) the net result is that many areas could see significant decreases in funds -- especially if one considers that no hold-harmless funding will be in effect for the first two years under WIA. But this potential problem could also be one of the best opportunities states will have to use their new found wealth to show where their priorities are in terms of target group services.

Since the state has a list of allowable activities for the use of the 15% state portion of the youth funding stream, how will controversy/opportunity arise? While there are required state activities, there is also a huge level of state flexibility in the use of the WIA funds. The 15% state set-aside essentially loses its title and target focus once the state takes it off the top of the allocation. This means that the state could decide to use a part of its adult WIA funds to underwrite youth activities and, unfortunately vise versa.

> ***Levitan Policy Tip***
>
> If youth workforce investment is important to the State, they need to "put their money where their mouth is" and use a share of all WIA funds for youth related workforce investment activities.

Allocating additional State WIA resources for youth activities could take the form of:

- More generous youth performance incentives,
- Challenge grant funds for exemplary youth programs,
- Supplemental funds for increased youth activities at the local level,
- Grants for dropout prevention.

All of these approaches present real possibilities for consideration by the state; approaches that that will help develop the local youth delivery systems and send the message that serving youth is a state priority. Will allocating funds from the other WIA sources and directing them to youth activities be a difficult political issues for states? Given that there will be a 30% national increase in the dislocated worker funding and the fact that TANF and Welfare to Work have flooded local areas with resources for TANF recipients, it may not be difficult at all. Coupled with the fact that vulnerable youth are one of the most under served populations in the workforce investment system and that employers desperately need these young people to take a productive role in the work force, it may well be one of the few popular political decisions that a State WIB could make during this transition period. In the final analysis, the old adage of "you put your money where your month is" applies here as well. If youth workforce investment issues are important to a state, one way of following through with that priority is by redirecting WIA (and other!) funds to youth development activities.

> ***Levitan Policy Tip***
>
> State WIBs should consider creating a youth sub-group under the WIB to assist the WIB to address youth workforce investment program and policy issues and to provide leadership for local YCs.

A State YC?

The WIA does not require, encourage or prohibit the State from creating the equivalent of a local Youth Council at the State WIB level. We do encourage and strongly recommend it for a number of reasons. First, in this world of competing priorities, advocacy is often the only way to ensure that the appropriate focus is accorded to important target groups. If the state believes that the workforce development needs of youth and especially at-risk youth are important, a first step in showing that priority is to authorize a part of the WIB to dedicate its efforts on youth workforce investment issues. Under JTPA (and most likely under WIA), encouraged by the organized labor representatives on the HRICs, the majority of states established dislocated worker committees to make sure that the interest and needs of this target group were appropriately addressed within the HRIC. The youth target group deserves the same attention.

A second reason for the state to consider a youth committee or sub-group of the WIB is the simple fact that there are just too many critical issues to deal with in the transition from JTPA to WIA. If some part of the WIB is not assigned the responsibility of specifically focusing on youth issues, these issues will be lost among the hundreds of other issues. And the youth issues are different. At a minimum, states will need to develop approaches for youth performance issues, youth providers, local area youth incentives, the continuation of school-to-work, and the coordination of youth services. These are but a few of the unique issues that the state WIB needs to address that will provide direction and leadership for local YCs.

The last reason that a state should consider forming a State Youth Council under its WIB is so it can maintain a better linkage with the local WIBs and local areas and offer some leadership for these new Councils. Parallel constructions goes a long way towards promoting consensus on issues, goals and outcomes -- not to mention the value it can have for integrating service delivery.

Case Studies

We thought it might be helpful and instructive to follow the early steps of a few communities as they move toward formation of their Youth Councils. The three case studies that follow are examples of "works in progress" in three communities: Camden, N.J., Brockton, MA, and Philadelphia, PA. They received a jumpstart in the process by participating in the DOL/Levitan Center sponsored At-Risk Youth Symposia, which were designed to both raise consciousness about the youth challenge and facilitate a local team planning process. We appreciate their candor in sharing their experiences. We hope other communities may benefit by reviewing their early progress.

Camden County Youth Council

Background:

With the passing of the Workforce Investment Act in August 1998, Youth Councils became a significant component of the strategic planning that will be required by the Workforce Investment Boards. Camden County, NJ was one of the initial service delivery areas to establish a WIB, with its inception five years ago. Having had experience in developing community-wide planning around welfare-to-work issues, the Camden County WIB developed a preliminary task force to begin looking at youth and the services being offered within Camden County. This task force began laying the foundation for what we anticipate will be the activities of the Youth Council once the federal regulations become available and provide more concrete direction.

Structure and Activities:

In early September 1998, as a preamble to the WIA regulations being released, the Camden County WIB developed a Youth Task Force. Participants represent a cross section of service providers within various government agencies, local community based organizations and the County school system. Attached is a complete list of the members of the Youth Council and their affiliations. Plans are underway to identify youth and parents to serve on the Council, and the addition of other agencies/programs as may be outlined in the WIA regulations. Once the Council has been certified each agency will have the option to choose one representative to sit on the Council.

Our first meeting was held in early September and was an introduction to the new WIA legislation and the development of a Youth Council.

Issues for this work team:

- Focus on current activities. Determine what services are offered.
- Develop partnerships - Build cooperation between the service providers to develop a "homeroom" approach to providing services.

- Evaluate current resources both financial and operational.
- Investigate additional activities and programs for the youth of Camden County.

US DOL Region II hosted a Youth Symposium on September 23, 1998 under the leadership of the Sar Levitan Center. Camden County had nearly 20 representatives attend this meeting where the following objectives were outlined for the Youth Council:

- Inventory present services available to youth and how to access system.
- Develop a brief mission statement for the Youth Council.
- The level of services between youth and programs vary. A series of benchmarks for similar programs and services needs to be developed.
- A system wide plan needs to be developed which outlines services available to youth and how they access these programs as they progress into employment. The need for skills training (to be defined) needs to be included in the total process.
- Outcomes must be measurable. The level of measured outcomes needs to be developed across the agencies, and must be obtainable.
- Develop a structured communication system.
    1. This system will allow regular informal communication among the Youth Council partners.
    2. Be able to discuss "system" breakdowns. Be able to address situations as they arise and try to resolve issues between agencies through the Youth Council.
    3. Develop a level playing field within the committee. Each agency has his own strengths and weaknesses and provides a needed service to the youth in our community. The sharing of information and resolving issues needs to be done on an open basis.
    4. Develop trust. - This needs to be done between Youth Council members but expanded beyond to include public & private schools, CBOs and other agencies.

From the September meetings, the Council determined that their overall mission would be to provide quality services to at-risk-youth in Camden County. In order to meet this goal, a clear understanding of the present education, court and program services must be developed, along with knowledge of the funding streams involved.

The initial focus of the Youth Council was to learn about the services and programs offered by the various agencies represented on the Council. To begin any type of strategic planning for the youth of Camden County, each of the agencies needs to fully understand the services presently being provided, how the agencies interact, and recognize the strengths and weaknesses within the community. Under the leadership of the County Superintendent of Schools, Dan Mastrobuono, the Council spent three successive meetings learning about each other. The five to ten minute presentations focused on:

- Target Population - age characteristics, needs to be met
- Outcome / Purpose - What is your measure of success?
- How well do we communicate in dealing with other agencies and programs?
- What are our redundancies? Are there other agencies in the community which provide the same service? Are any services short term without follow-up?
- What are the obvious connection points?

From the information gathered, a database is being developed which will be accessible by all the agencies who are directly or indirectly involved with Camden County's youth.

Moving Forward:

From the open discussions and information gathered thus far, the Council has recognized the need to develop the coordination of existing youth programs, and have begun to connect agencies, vendors and other service providers. The group has pulled together six areas which will be developed into strategic planning once the WIA regulations have been released.

- Age: It was determined that many of the agencies are servicing the same age groups and therefore there may be a replication of services.
- A tracking system needs to be developed so we can determine who we are touching or how successful we have been.
- Services include:
  Teen pregnancy prevention
  Vocational Services
  Academics
  Communication/Life Skills
  Counseling
  Recruitment / Entering Process
- We need to determine how we can obtain "drop out" lists from the area high schools.
- Confidentially is an issue of concern. A data base should be created based on "services completed", then confidentially should not present a problem.
- Agencies need to have the youth complete a service plan.

Long Term Intent

- For most agencies the long term goal is self-sufficiency
- Going onto postsecondary education
- Full time non-subsidized employment
- A combination of activities

Does any agency refer to your program?

- Most agencies receive referrals from the Board of Social Services and/or Family Courts.
- It is important to have participation from the Board of Social Services in the Youth Council.
- Involve the faith based community.

The critical questioned faced by every youth service provider is "Do we know where we need/want to be on behalf of our clients? - What is our mission?" Responses such as these will be utilized in our strategic planning.

Clearly, the present level of services provided to Camden County youth is not sufficient to meet the needs of youth. As the Youth Council progresses, the development of resource mapping and performance standards will become critical. The youth population is on the rise in Camden County, while the influx of additional dollars is not. Resource mapping will show us where services can be co-located and eliminated due to duplication. We can then re-allocate resources to new or expanded programs or the sharing of resources to meet the ultimate goal of providing services that will ultimately lead to self-sufficiency, education, training and unsubsidized employment.

Beginning March 1999, the Camden County WIB assumed the responsibility of monitoring the "to-work" system. Presently this involves monitoring of all vendor contracts for JTPA and Welfare-to-Work funds. In the near future, the WIB will begin monitoring all activities outlined in WIA, both programmatically and fiscally. This information will be useful to the Youth Council as they begin to look at the needed services and develop recommendations to the WIB for types of proposals to be solicited for youth services.

Achievements to Date:

One activity that each council member achieved between meetings was to reach out to another member of the council and have a one-on-one session to discuss how the two agencies could work together. For most of the council members, this was a true learning experience, from which many collaborations have been developed.

- Many of the agencies reached out to the Educational Resource Information Center. With the cooperation of ERIC's offices and staff, teaching materials, information, and resources have been shared. For many of the community based organizations and government agencies, this was an unknown service, and now has become a beneficial resource. The director of ERIC serves on the Council.
- Articulation agreement with Camden County College have been suggested and investigated with many of the community based organizations. This collaboration will assist more youth in moving forward with their education and eventually the attainment of an associates degree.

- Section 504 of the Special Education Law has been discussed many times as a possible option for working with at-risk youth. This resource needs more intensive research, and the Youth Council members would like to have additional training on its potential use.

Through the efforts of the County Superintendent of Schools, Dr. Dan Mastrobuono, the development of an alternative middle school is moving forward. The educational format will focus on half day instruction and half day work experience. The goal of the school will be to provide one year of intensive services to the youth so that (s)he can return to the home district in the Fall of the new school year. Various partnerships are being investigated with the County School Boards, local community based organizations and various government agencies.

The Camden County WIB has been able to convene a pro-active group of individuals whose desire is to provide quality service to the youth of Camden County. Our present Youth Council is a preamble to what will be required under WIA, and eventually approved by the State of New Jersey. Our vision is to have one representative from the various agencies, as well as parent and student representation on the Council, with a strong private sector participation. This initial working council has laid a strong foundation for moving forward and will play a critical role in the strategic planning which will take place in coordination with the WIA regulations.

The Brockton Youth Council

1. Membership and Structure

a. Initial Team

The development of the initial team was in preparation for the December 2nd, 1998 symposium sponsored by the Department of Labor and conducted by the Levitan Center at JHU. and included representation from the Alternative Education Alliance. This group brings together government, schools, post-secondary, CBO's, the STC partnership and the Juvenile Justice System.

Joe Bage, Superintendent of Schools
Pam Berry, Technical Institute, Southeastern Regional Voc. Tech
Mary Beth McManus, CS2
Paul Cayer, Director of the Brockton Area Private Industry Council
Barbara Duffy, Executive Director, MY TURN, Inc.
Robert Gentile, Director of Guidance Services, Brockton Public Schools
Joanne Hoops, Executive Director, Boys & Girls of Brockton
Ed Jacoubs, Plymouth County District Attorney's Office
Maureen Murray, Director, Metro South School-to-Career Initiative
Paul Protentis, President, MY TURN, Inc.
George Sherry, Director, Massachusetts Rehabilitation Commission

Ben Silva, Director of Bilingual Education, Brockton Public Schools
Elaine Stewart, Massasoit Community College
Anne Stom, Project Director, Connections for Youth/MY TURN, Inc.
Linda Wass, Brockton Housing Authority
City of Brockton Mayor John T. Yunits, Jr.

b. Expansion

One of the first tasks for the Brockton team agencies on December 2nd was a general discussion about expanding membership to include representatives from the Department of Social Services, Department of Youth Services, the Probation Department along with several area employers and members of the clergy. Our team has extended invitations to representatives. Barbara Duffy and Anne Stom from MY TURN originally assembled the group along with Paul Cayer from the Brockton Area Private Industry Council.

c. Leadership

The symposium provided participating members with an opportunity to discuss and plan a six- month to twenty-four month plan of activities. Members left the meeting with a variety of tasks that needed to be developed for the next scheduled meeting. A subsequent meeting was called by Barbara Duffy and Anne Stom but was re-scheduled due to inclement weather.

d. Partnerships

The team assembled has worked together on many initiatives prior to the out-of-school symposium and contains members from the Alternative Education Alliance. Brockton is unique in that its size (94,000+) does not distract from a small town feeling of support that each service provider gives each other. To date, there have been not been any turf battles among the group, yet it is anticipated that there may be some issues as the process develops. An issue that will have to be "on the screen" at all times will be how to maintain individual program identity, autonomy, and equality while developing a true partnership that utilizes each partner's strengths to the fullest. We don't have answers yet other than to acknowledge and honestly address this issue early and often.

2. Functional Issues for Youth Councils

a. Tasks

Since Youth Councils are ultimately established through the implementation of the Workforce Investment Board, the Brockton Team will concentrate much of its efforts on the critical task of working to insure the successful roll out of the Workforce Investment Act. Like many urban centers, Brockton's politics requires careful analysis of the changes that W.I.A. will bring to the City, particularly the opportunity to form a new, energized W.I.B. that will be a critical element in the economic growth of the City.

Brockton Mayor Jack Yunits has embraced the chance to make improvements in the current structure. As a result of the December 2nd symposium, Mayor Yunits wanted to learn more about WIA and the WIB and asked Barbara Duffy to set up a meeting with Robert Semler, Director of ETA at the Boston office of the U.S. Department of Labor, Thomas Dalton, Program Officer for the U.S. Department of Labor and Holly O'Brien. The Mayor spent several hours with Barbara and the D.O.L. staff discussing the uniqueness of Brockton's Regional Employment Board and the Private Industry Council/SDA. The Mayor received a tremendous amount of information that will assist in the assembling of the WIB, the Youth Council and the rollout of WIA in Brockton.

Following the meeting, the Mayor appointed Barbara Duffy to organize a Workforce Investment Act Implementation Board. The charge of this group will be to provide adequate support and information for the implementation of WIA, to provide assistance to the Mayor in selecting the WIB as well as to provide input in to the development of the Youth Council. These efforts will have long term ramifications on the overall delivery system of services to both youth and adult in need of assistance and support.

In developing a strategic plan for the development of the Youth Council it is anticipated that there will be two groups who will merge to form one Youth Council. The first group includes members who currently serve on the Brockton At-risk/Out of School Team. The second part of the membership will be members of the Alternative Education Alliance, a MY TURN/Connections for Youth entity that has convened many of the key players in the delivery of services to at-risk, out-of-school youth. The Alternative Education Alliance is also very involved in development of a plan to expand the existing programs so that as many youth as possible are involved in appropriate services.

b. Research Mapping/Inventory

Much work is underway to assess the overall effectiveness and capacity of existing youth programs along with the continued development of a blueprint for improving and expanding services. In order to effectively analyze existing services, an inventory tool is being created, which will be distributed to community-based organizations, the local school system, the local justice office, D.Y.S., D.S.S., the City of Brockton and a number of other providers. The inventory will provide the team with information about the entity who is providing services, the number of participants, information relative to the types of services being provided, any information required to assess the effectiveness or defined performance standards for accountability and the entities' ability to expand its youth services.

With the information gathered from the Community Inventory, a review of what services are being provided, what needs improvement and what areas should be identified as priorities will be completed. Through the Alternative Education Alliance and the Brockton Team, a plan will be developed to expand, develop or

consolidate services. The Alternative Education Alliance led by MY TURN's Connections for Youth program developed the proposal that resulted in the Champion Charter School of Brockton, a school specifically designed for former drop-outs who want a high school diploma. The stakeholders in both groups have tremendous confidence in the Alliance's ability to drive the system building effort for out-of-school youth.

The Brockton team continues to involve the key organizations and/or entities that develop and secure funding for services for at-risk/out-of-school youth. This group supports each other through the development of grants and in several areas worked together to "marry" funding sources. For example, a part-time Parent Coordinator needed to be hired for Connections for Youth at the same time that a Parent Liaison Coordinator needed to be hired for CS2. The staff of both entities worked together to receive approval to hire one full-time parent coordinator who had the unique opportunity to coordinate parent activities for both entities. This was an excellent opportunity to maximize the school-to-career portion of CS2 through MY TURN's Connections for Youth grant. The Champion Charter School is a perfect example of "connecting the dots". Memorandums of Agreements have been developed with a number of community based organizations to provide the holistic range of services required by it's students. Health care, STC, mental health, physical fitness, and housing assistance are some of the services provided by area CBO's to the students at the Champion.

Another priority for the Brockton Team is an intense effort to insure that the Mayor's office completes its EZ-EC application. The City of Brockton has hired a consultant who has completed phase one of the application. The consultant has previous experience in working for other urban centers in their successful applications for EZ-EC status. The Brockton Team has had several discussions with the Mayor's units about the importance of receiving this classification in order to successfully secure federal funding. The mayor has assured the group that he will make every effort to complete this process. The group has told the mayor that it would provide additional financial support in order to continue the work of the consultants.

c. Barriers

Although there have been numerous opportunities for separate organizations to secure funding together, there are also barriers to this effort. One issue of concern pertains to the fiscal ownership of the grant. Many organizations are willing to collaborate as long as they are the fiscal manager of the grant. Occasionally, the issue of management is not decided according to who has the expertise to manage the project but who wants to control the fiscal operations. More effort needs to be made to determine fiscal control and agency status on collaborative funding proposals. The members of the Brockton Team will address this issue at an upcoming meeting, as the leadership of the group will continue to encourage sharing of resources.

The Youth Council of Philadelphia

Background and Rationale

Philadelphia is moving swiftly to establish and implement a broadly shared vision of enhanced education, employment and post-secondary opportunities for its youth. The Workforce Investment Act provides an ideal opportunity to initiate and to institutionalize these efforts.

Although the Youth Council of Philadelphia is in the very early stages of development, there exists a clear vision and mission that extends beyond the legislated scope of work and ensures the implementation of a comprehensive and integrated youth development strategy designed to most effectively serve the City's young people.

The Philadelphia Youth Council will be staffed and supported by the Philadelphia Youth Network (PYN), an intermediary organization that will provide the administrative support and structure to ensure the most effective use of WIA funds. The PYN will be incorporated as a 501(c)(3) and so will have the ability to leverage additional resources to complement WIA dollars as a means to meet the city-wide goals and objectives outlined by the Youth Council. As this new system for Philadelphia youth emerges, financial support will come not only from the traditional federal sources, but also from a variety of new partners. The School District and other public agencies will be encouraged to coordinate their efforts to reinforce the Council's priorities by utilizing their youth funding to support and complement WIA youth programming within the communities they serve. Furthermore, private and nonprofit partners will be asked to support education and employment opportunities for youth, augmenting and strengthening publicly supported efforts.

The Act's emphasis on academic enrichment, high school completion and postsecondary readiness insists on a very close working relationship between the Youth Council and the public schools. This will be implemented through an alliance between the Youth Council, the Philadelphia Youth Network and the School District of Philadelphia by aligning WIA program elements and performance indicators with the School District's academic standards and education reform initiatives. And, because WIA programs serve many of the same students who are struggling to remain in school and to graduate, this shared vision will help to ensure their academic success and post-secondary readiness. Additionally, out-of-school youth will benefit from access to programs and activities that provide opportunities for accelerated credit accumulation to enable dropouts to reconnect and to gain their high school diplomas.

This summer's YouthWorks program, although transitional in nature, begins to align some of these efforts. Proposals have been submitted in three areas: Experience Based Education, Summer Youth Service Corps, and Work Experience. Along with providing or arranging for the field-based experiences specific to each component, in all cases contractors will be responsible for developing and carrying out activities with participating youth that enhance mastery of the School District's academic standards and cross-cutting

competencies. These standards and competencies are universal in nature and represent a compilation of the skills and knowledge that students should master by the end of their high school career. Specifically, throughout the course of the six week period youth participating in each component will be expected to develop individual projects, portfolios and/or other types of documentation that demonstrate progress toward meeting these standards and competencies. Contractors will assist worksites, host organizations and teachers to complete Learning Plans for participating youth, utilizing Philadelphia's School-to-Career model, which identify specific activities designed to promote mastery of standards and competencies.

The summer program will be utilized as a means to determine the most effective way to design and to implement a year round program.

Membership and Structure

In addition to the membership required under WIA, the Philadelphia Youth Council will expand its membership to include: executive directors, commissioners, etc., of all major agencies/organizations that receive and/or distribute funds that support youth programming; members of the School to Career Leadership Council; heads of Resource Boards and members of Stakeholder Partnerships. Resource Boards and Stakeholder Partnerships are mechanisms established by the School District to enable the business community to partner in a concrete way to enhance the work of Philadelphia public schools.

Mission

The mission of the Philadelphia Youth Council is to work in collaboration with the Local Workforce Investment Board to ensure the implementation of a comprehensive and integrated youth development strategy that:

- establishes a single set of priorities and performance criteria for youth programming within the local area;
- coordinates youth programming across categorical funding streams;
- builds strong connections to public schools; and
- infuses youth programming with best practices.

Vision

The Youth Council will establish and oversee a system of youth development, education and training that promotes and enhances academic achievement, high school graduation, and post-secondary readiness for all youth in the City of Philadelphia.

The Youth Council will serve as a strong voice on the local WIB to ensure that the needs of youth are addressed as an integral part of the Workforce Investment Strategy. The Youth Council will also serve as a resource to the mayor and as a forum to convene city-wide youth-serving partners and customers to implement best practices for all programs.

With support from the Philadelphia Youth Network, the Youth Council will design a local youth development system that enables young people to attain their fullest academic, economic, and personal potential and prepares them to successfully exercise the widest possible range of opportunities available to them upon completion of secondary school, including: higher education, post-secondary training, and employment with family-supporting wages, and potential for advancement.

Have turf battles surfaced? If so, how are issues resolved?

Up to this point, all stakeholders fully support the implementation of this system as outlined above. The next step will involve the development of formal agreements.

Who or what entity is "holding the umbrella"/providing leadership?

Mary Jane Clancy, Executive Director of the Office of Education for Employment for the School District of Philadelphia will serve as the Executive Director of the Philadelphia Youth Network for a percentage of her time. For the remainder of her time, she will continue to serve as the Executive Director of the Office of Education for Employment.

The PYN will become the administrative arm of the Youth Council.

Is there a mechanism for youth input?

Youth input is a vital component in the development of the system being designed and mechanisms will be put into place to ensure their participation.

Functional Issues for Youth Councils

How are Councils approaching their task? Describe first tasks.

Upon certification of the Local WIB the Youth Council will be convened. The following list of tasks will be proposed:

- Review the goals and objectives of the 1999 Summer YouthWorks program and evaluate progress to date;
- Develop elements of the City's Workforce Investment Plan that relate to youth, including policy and program priorities;
- Identify multiple youth-oriented funding streams to support these priorities;
- Design the 1999-00 year-round program including mechanisms for contractor evaluation as well as opportunities for small, creative demonstration projects that will support the goals and objectives of the Council;
- Issue year-round RFP; and
- Select contractors for year-round program

The PYN will provide the Council with the resources and documentation needed to complete these tasks. Additionally, the PYN will provide the administrative support and follow-up to implement the strategies outlined by the Council.

Is resource mapping underway?

Substantial resource mapping has been conducted through the initiatives of the Office of Education for Employment. That information will be shared with the Youth Council and incorporated into the strategic plan. As additional areas for resource identification are defined, the PYN will collect that information.

Is there a plan to assess the effectiveness and capacity of current youth programs and providers? If so, how?

The effectiveness and capacity of all current youth programs will be assessed through a quantitative and qualitative data collection process which will include but not be limited to focus groups with program participants and providers, objective random surveys and site visitations. Focus groups with providers will also be utilized to identify gaps in services and to identify strategies to enhance current practices. In addition, all Title IIB contractors and evaluations from the past three years will be reviewed.

Is there an inclination to expand the capacity of current providers?

In order to successfully implement the kind of comprehensive youth system that we envision, technical assistance and capacity building must be prioritized. The Youth Council and PYN will work in partnership with current, effective youth providers so that they understand the goals of WIA in order to implement high-quality programs designed to achieve specified outcomes. This will be done through the provision of technical assistance sessions and continuous support and assistance from contract managers. Both current and new providers will partner with the Youth Council in the development of the strategic plan to ensure that we build on their expertise and experience at the same time that we work to enhance and raise the benchmark for the services provided.

This summer's YouthWorks program is a first attempt to expand the capacity of providers through the requirements that are in place and the support and TA that are being provided to ensure adequate completion of these tasks. At the conclusion of the summer program there will be a cadre of trained providers who will lead the way in the implementation of year-round programming.

Is there an attempt to marry funding sources?

One of the major priorities of the Youth Council through the PYN will be to coordinate funding streams so all youth dollars are aligned and working toward the achievement of a comprehensive youth strategy. Preliminary conversations have taken place with various public and private entities and there is a great deal of enthusiasm for this approach.

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The School District of Philadelphia has already contributed resources in the form of staff time and through the release of Mary Jane Clancy for 25% of her time to initiate the planning for these initiatives.

Have any priorities been identified?

This year's summer program, although functioning under JTPA regulations, identifies several priorities such as integrated, project-based instruction, the utilization of portfolios and exhibitions, and alignment with School District standards and competencies that will serve as the methodology for much of the year-round programming.

The proposed priorities in the first year presented to the Youth Council include:

Year-round integrated programming for low income Below Basic students, 14-18 years of age that incorporates academic enrichment, service learning, work experience and leadership training, and moves participants steadily toward mastery of school district standards and competencies.

Integrated planning for school-year programming between and among teachers, administrators and CBO program administrators to ensure mutually supportive efforts on behalf of participating students.

A progressive set of summer experiences designed to serve larger numbers of youth that build on school-based efforts, including academic enrichment, service and employment.

A three-tiered summer youth employment system, coordinated with and complementary to STC work-based learning opportunities, that incorporates WIA youth funding, corporate and foundation funding, and unsubsidized private sector employment.

Information and referral services for students and families to needed social and support services.

Opportunities for out-of-school youth, 16-21 years of age, to pursue a high school diploma through enrollment in Twilight Schools or comparable programming.

Family focused activities designed to involve parents and youth in positive activities that promote educational achievement and career preparation.

Multiple youth-oriented funding streams deployed and allocated to support these priorities.

Are any new initiatives on the drawing board?

This summer's YouthWorks program represents an initial effort to align and to coordinate experiences for young people. Additionally, the establishment of the Philadelphia Youth Network serves as an innovative effort to institutionalize coordinated youth programming throughout the City.

Appendix A: About the Levitan Center

The Sar Levitan Center for Social Policy Studies was organized in 1995 at the Johns Hopkins University Institute for Policy Studies to commemorate and extend the works of Sar A. Levitan, who died in 1994. The Levitan Center is supported by and affiliated with both JHU and the ***National Council on Employment Policy (NCEP).***

How does the Levitan Center Operate?

The Levitan Center uses a small cadre of staff and supplements this staff with consultants that are selected for their particular expertise to address issues that state and local areas need to consider. The foundation for the work with at-risk youth is the Levitan Youth Policy Network. It was formed in 1996 with national experts fro[illegible]lds of research, academia, foundation and local practice, to help frame the issues [illegible]ning vulnerable youth: what are their labor market problems and prospects...what do we know about what works....are there any alternate sources of funding....how might a system of education, work and support be organized... what are the appropriate roles for local elected officials, community based organizations, employers, learning communities? A list of the current Levitan Youth Policy Network experts has been included as Appendix C.

What is the Levitan Center Role?

The Levitan Center has been actively involved in systems building with urban sites in three Department of Labor regional areas, and five other cities around the county. This work is being supported with foundation funds, the US Department of Labor and the urban areas themselves. The Levitan work for at-risk youth has three distinct tracks:

- Development and distribution of publications to inform policy makers and practitioners of major policy and program issues relative to at-risk youth. Among the current publications are:

  Making Connections: Youth Program Strategies for a Generation of Challenge

  A Fourth Chance for Second Chance Programs: A Critique of the Workforce Investment Act of 1998

  Out-of-School, Out of Luck? Demographic and Structural Change and the Labor Market Prospects for At Risk Youth.

  The Public Employment Service in a One-Stop World

  The Labor Market Problems of the Nation's Out-of-School Youth Population

  A Critique of the Workforce Investment System Act of 1998

  Generation of Challenge, Pathways to Success for Urban Youth

- Systems building through information sharing and consciousness raising; and
- On-site technical assistance to urban areas that are actively working to enhance services for at-risk youth.

The systems building effort has been underwritten by the U. S. Department of Labor Regions 1, 2 and 3. To date the Levitan Center has planned and implemented four symposia and more are scheduled. These symposia are designed to bring together teams of local leaders from the key areas in the region that need to deal with the at-risk youth problem in order to focus on four interrelated objectives:

1. Understanding the problem.
2. Learning that we do know what works.
3. Starting to focus on what it will take to address the problem.
4. Learning how existing resources and strategies "fit".

The work with specific urban areas includes technical assistance to help the area enhance capacity to effectively deal with the at-risk youth issues in their community. It includes activities such as:

- Developing, implementing and tabulating focus group sessions to learn from young people in the community what their needs are and how they think their needs should be addressed;
- Assisting the local leaders to developing strategic plans;
- Survey work to identify, map and report on available resources;
- Team building work;
- Linking to expert consultants, particularly in areas relating to building pathways to postsecondary education;
- Resource development, with a special emphasis on education ADA funds;
- Report writing; and
- Development of presentations

Contact Information for the Levitan Center:

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Web Site: levitan.org

Appendix B: Youth Planning Tools

Levitan At-Risk Youth Planning Guide

Introduction

This guide has been developed to assist local teams to start the process of developing a plan for an at-risk youth service system. By considering and responding to the issues raised in the guide, local teams can focus on major decision points and consider issues that will impact upon the development and/or expansion of an at-risk youth service delivery system.

The format for using the guide is straightforward. It is divided into sections that deal with key issues. They are:

Issue 1. Identification of the target group(s)

Issue 2. The Partnership

Issue 3. The Service Needs of At-Risk Youth – In-School/Out-of-School

Issue 4. Priorities and Outcomes -- Short and Long Term

The team should consider and discuss the issues identified in the guide and develop a response to each one. These responses both provide a framework for the planning process and will assist the team in identifying what issues they need to address.

Issue 1. Identification of the target group(s)

Specifically identify the target group:

Is it one or more groups? _____ One _____ Two _____

Identify each:

Group One: _____

Group Two: _____

Number of youth estimated to be in each Group:

Group 1	Group 2

For each group identify the age range:

Group 1	Group 2

For each group identify their at-risk characteristics:

Group 1	Group 2

For each group identify their needs:

Group 1	Group 2

Issue 2. The Partnership: Current Members

Specifically identify the Organizations that are a part of the current partnership to address the at-risk youth issue.

Current Partner	What Resources/Services Does the Partner Bring?

Issue 2a. The Partnership: Potential Members

Specifically identify the Organizations that need to join the partnership to address the at-risk youth issue.

Potential Partner	What Resources/Services Does the Partner Bring?

Issue 3. The Service Needs of At-Risk Youth --In-School

List the specific service needs for the in-school youth target population.	
#	**Service Items**

Issue 3a. Action Plan for the Service Needs of At-Risk Youth -- In-School

For each of the items listed above identify when it will be addressed, who is responsible and what resources will be needed.			
#	**Timeline**	**Responsibility**	**Resources Needed**

Issue 3b. The Service Needs of At-Risk Youth -- Out-of-School

List the specific service needs for the *Out-of-School* youth target population.	
#	**Service Items**

Issue 3c. Action Plan for the Service Needs of At-Risk Youth --Out-of-School

For each of the items listed above identify when it will be addressed, who is responsible and what resources will be needed.			
#	**Timeline**	**Responsibility**	**Resources Needed**

Issue 4. Priorities and Outcomes -- Short Term

Specifically identify short term priorities (6 to 12 months)

Priority	Expected Outcome

Issue 4a. Priorities and Outcomes -- Long Term

Specifically identify long term priorities (1 year +)

Priority	Expected Outcome

Appendix C: The Levitan Youth Policy Network

- Julian Alssid, Consultant
- Peter Aron, Civic Works
- Tim Barnicle, National Center for Education and the Economy
- David Brown, National Youth Employment Coalition
- Jim Callahan, Consultant.
- Joan Crigger, U. S. Conference of Mayors
- Ed de Jesus, Consultant
- Phyllis Eisen, Center for Workforce Success, NAM
- Taylor Frome, YouthBuild Philadelphia
- Evelyn Ganzglass, National Governor's Association
- David Gruber, Consultant
- Andrew Hahn, Brandeis University
- Sam Halperin, American Youth Policy Forum
- Talmira Hill, Annie E. Casey Foundation
- Rob Ivry, Manpower Demonstration Research Corp.
- Cliff Johnson, Center on Budget & Policy Priorities
- Richard Kazis, Jobs for the Future
- Ben Lattimore, OIC Philadelphia
- Thomas MacLellan, National Governor's Association
- Garth Mangum, University of Utah
- Steve Mangum, Ohio State University
- Ron Mincy, Ford Foundation
- Inca Mohammed, Ford Foundation
- Shawn Mooring, Public/Private Ventures
- Marion Pines, Director, Levitan Center, J.H.U.
- Carmen Placido, Center for Employment & Training
- Deb Reese, The Workgroup, Pennsauken, NJ
- Marlene Seltzer, Jobs for the Future
- Kathleen Selz, National Association of Service & Conservation Corps
- Mary Silva, Job Corps
- Karen Sitnick, Baltimore City OED
- Pam Smith, Brandies University
- Jason Snipes, MDRC
- Nancy Snyder, Boston PIC
- Bill Spring, Federal Reserve Bank of Boston
- Dorothy Stoneman, YouthBuild USA
- Chris Sturgis, MOTT Foundation
- Andy Sum, Center for Labor Market Studies, Northeastern University
- Gary Walker, Public/Private Ventures
- Barry White, OMB
- Ephraim Weisstein, Center for Business, Work and Learning
- Carina Wong, National Center for Education and the Economy
- Janet Zobel, National Urban League
- Alan Zuckerman, National Youth Employment Coalition

The Sar Levitan Center List of Publications

Poverty Ain't What it Used to Be, June 1999, Neal Fogg, Andrew Sum, and Garth Mangum with Neeta Fogg and Sheila Palma.

Sparked by concern for the declining state of low income families in America, this monograph discusses the failure of the current poverty measure to fully capture their condition and needs.. It advocates a new approach and demonstrates its plausible impact on employment and training programs in the United States.

Making Connections: Youth Program Strategies for a Generation of Challenge, April 1999, Marion Pines, ed.

This book offers practical program descriptions and analyses to assess what works for out-of-school youth. Local areas may access national programs for candid insights from experienced researchers and practitioners. There are nine chapters of different program experiences.

A Second Chance for the Fourth Chance: A Critique of the Workforce Investment Act of 1998, January 1999, Garth Mangum, Stephen Mangum, Andrew Sum, James Callahan and Neal Fogg

This monograph was developed as a critique of the Workforce Investment Act, signed into law in August of 1998. Combining knowledge of over 36 years of federal programs, this is a rich document filled with valuable insight on the strengths and weaknesses of the new legislation. It also describes how policymakers may face its weaknesses and develop strategies according to recommendations outlined in **A Fourth Chance for Second Chance Programs.**

The Public Employment Service in a One-Stop World, July 1998, Scott Lazerus, Garth Mangum, Stephen Mangum and Judith Tansky

Using case studies from nine different states, this monograph focuses on the development of the one-stop career center initiative and the relation to the public employment service.

A Fourth Chance for Second Chance Programs: Lessons from the Old for the New, January 1998, Garth Mangum, Stephen Mangum and Andrew Sum

Spanning the current legislative proposals for youth to the lessons from past employment and training programs , this monograph takes a look at the challenges ahead and the opportunities that exist in the labor market for youth and some approaches to consider for taking advantage of those opportunities.

A Generation of Challenge: Pathways to Success for Urban Youth, June 1997, Andrew Sum, Stephen Mangum, Edward DeJesus, Gary Walker, David Gruber, Marion Pines, William Spring

This monograph defines what "out-of-school" and "out-of-work" means for a population facing more demanding labor market requirements. Through six chapters of knowledge and experience, the authors place the "Generation of Challenge" in context, detailing their obstacles, their experiences, and what programs may help them become successful

Out of School, Out of Luck? Demographic and Structural Change and the Labor Market Prospects of At Risk Youth, May 1997, Andrew Sum, Neeta Fogg and Neal Fogg

This monograph provides a detailed look at the demographic and structural change and the labor market prospects for at-risk youth.

The Emerging Workforce Development System, April 1997, Marion Pines and Jim Callahan

This monograph focuses on the nation's emerging workforce development system, based on a survey of all 50 states. The authors provide the strategies and trends relative to administrative structure, collaborative policy development and the organizing themes that survey data revealed. With this information, highlighted by case studies, the authors provide guiding principles to leading, cutting edge efforts across the country.

From Dreams to Dust: The Deteriorating Labor Market Fortunes of Young Adults, August 1996, Andrew Sum, W. Neal Fogg and Robert Taggart

This monograph is a comprehensive review of the labor market status and prospects of young adults in the nation.

The Labor Market Problems of the Nation's Out of School Youth Population, May 1996, Andrew Sum, W. Neal Fogg

The monograph analyzes the trends in the youth and out-of-school populations. Providing insight and information relative to the changing labor market fortunes of young workers and comparing the impact of education on labor market prospects, this work offers a hard look at the youth employment issue and points to the implications of these trends for future youth programming.

Of Heart and Mind: Social Policy Essays in Honor of Sar A. Levitan, 1996, Garth Mangum and Stephen Mangum, eds.

This book, commissioned in honor of the contributions of Sar A. Levitan to workforce development, essays from friends, coworkers, and fellow contributors on the nature and future of workforce investment.

The Harassed Staffer's Reality Check, August 1995, Marion Pines, Garth Mangum, Stephen Mangum, Richard Nathan, Andrew Sum and Paul Harrington

This monograph provided the basis for a continued discussion and debate on the reformation of employment and training policy.

The Harassed Staffer's Guide to Employment and Training Policy, June 1995, Marion Pines, Garth Mangum, Stephen Mangum and Bill Spring

Based on a symposium that was held for Congressional staff, this monograph provides interesting looks at the history of national employment and training programs along with snapshots of the labor market prospects for troubled populations

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